

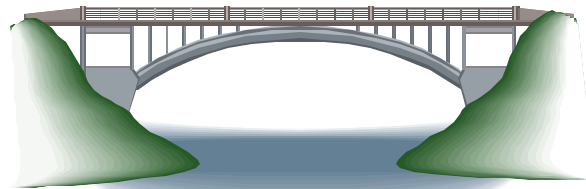
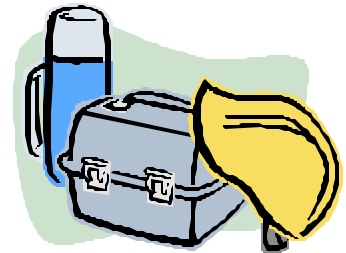
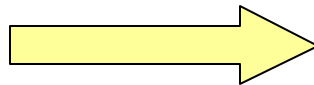
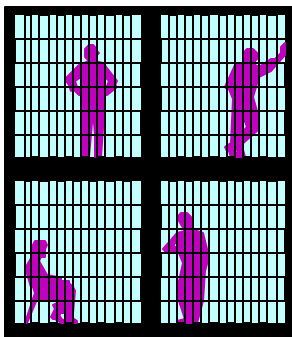
**TENNESSEE
DEPARTMENT OF CORRECTION**



Tennessee Bridges

Serious and Violent Offender Reentry Initiative

“Going Home”



ABSTRACT

The Tennessee Department of Correction (TDOC) and its Reentry Steering Committee (RSC) requests \$2 million to supplement the agency's Office of Pre-release and Transition Services through the implementation and operation of Tennessee Bridges for the State of Tennessee for three years.

Target Population: The target population will be offenders who have been defined as serious and/or violent offenders with a high risk of recidivism, confined for a minimum of 12 consecutive months and are 18-35 years old upon program entry, housed in the TODC. Tennessee Bridges will serve the objectives of the Pre-release and Transition Services Program by setting up the major components of the program in all three of Tennessee's Grand Divisions: Knoxville (East), Nashville (Middle), and Memphis (West), thereby offering statewide coverage to all TDOC facilities.

Project Design & Description: Tennessee Bridges proposes to utilize the Intensive Aftercare Program to provide services to serious and violent offenders. An Offender Reentry Plan will be developed by the offender case manager and the supervising parole officer to address all identified offender needs.

TDOC's Director of Pre-Release and Transition Services and grant funded administrative assist shall coordinate information from the RSC and BOPP and ensure data and statistics are maintained for program evaluation purposes.

Outcomes & Performance Measures:

- To form a Reentry Steering Committee (RSC) comprised of key decision-makers;
- RSC will oversee all aspects of the reentry process of offenders in the program;
- To serve 100 serious/violent offenders that 1st year, 100 the 2nd year, 100 the 3rd year;
- To conduct 100 Needs Assessments the 1st year, 100 the 2nd year, 100 the 3rd year;

- To conduct 100 Risk Assessments the 1st year, 100 the 2nd year, 100 the 3rd year;
- To develop 100 Offender Reentry Plans the 1st year, 100 the 2nd year, 100 the 3rd year;
- To provide psychological treatment to the 1st year, 100 the 2nd year, 100 the 3rd year;
- To provide substance-abuse awareness the 1st year, 100 the 2nd year, 100 the 3rd year;
- To provide appropriate substance abuse treatment to all those who test positive;
- To serve 100 the 1st year, 100 the 2nd year, 100 in the 3rd year in the program;
- To place 100 people into employment the 1st year, 100 the 2nd year, 100 the 3rd year;
- 75% of those placed will achieve 90 days of employment;
- 80% of those who reach 90 days of employment will reach 180 days of employment;
- 85% of those who reach 180 days of employment, will reach 1 year of employment;
- Tennessee Bridges will have a goal to reduce recidivism rate by 15% during the 3 year period.

Continuous Quality Improvement: Tennessee Bridges will implement a multi-faceted evaluation component that will provide the Project and its transitional team, the Reentry Steering Committee (RSC), with feedback on a continual basis. Feedback will be utilized to improve the Program and its services.

I. Problems To Be Addressed

A. The Problem

According to national statistics, state and federal incarceration rates quadrupled between 1980-1996. Correctional researchers agree, 97% of the 1.3 million inmates currently incarcerated in the United States will eventually be released and will return to the community. This is not a new phenomenon. Inmates have always been released from prison, and correctional officials have long struggled with how to help them succeed. But the current situation is different. The number of offenders under criminal justice supervision dwarfs anything in our nation's history. The needs of parolees are more serious and correctional systems across the country are struggling to provide rehabilitation programs. In many states, offenders leave prison with little or no supervision or services.

A recent study by the Federal Bureau of Justice Statistics indicated incarcerated individuals who return to the community from prison are at high risk for recidivating. Sixty-two percent of released state prisoners are rearrested within three years and 41 percent of the offenders released from state prisons return to prison or jail. Tennessee's recidivism rate hovers near 43% for one-year failures. In 1997, the Tennessee Bureau of Investigation's (TBI) Statistical Analysis Center conducted a recidivism study in which 3,791 Tennessee felony offenders were followed for four years after their release from jail or prison between July 1, 1989 and June 30, 1991. The results of this study imply that those Tennessee offenders most likely to recidivate are young property offenders on parole, within the first 24 months of their releases from prison or jail. The TBI study also revealed:

- 67.5% of the releases were either rearrested or returned to prison or jail throughout the four-year study period.

- Of those who recidivate, 48.9% were either recommitted or rearrested within the first two years of their release.
- Offenders released to community corrections programs had the highest rate of recommitment or rearrest 52%, during the first two years of the study.
- Of study group participants, black offenders (72.4%) were more likely than white offenders (62.2%) to be recommitted or rearrested.
- Offenders 21 years of age and under were more likely to be rearrested or recommitted (78%).
- The offenders most likely to be recommitted or rearrested within four years of their releases were those convicted of armed robbery (75.3%), followed by burglary-related offenses (74.8%), drug-related offenses (62.4%), homicide-related offenses (44.7%), and sex offenses (36.1%).

These numbers clearly indicate that in order to promote public safety, correctional officials must learn to manage this group of high-risk offenders.

- **Although revenue sources continue to be an issue, the 2002 Legislative Session did increase a sales tax for the Tennessee 2002/2003 budget. The institutional component of the initiative will be funded primarily from Dept. of Justice funds. The housing/security officer component will be funded by the Dept. of Corrections. The Tennessee Board of Probation and Parole will fund 6 intensive parole officer positions, 3 volunteer coordinator positions and provided office space for the case managers in the 3 regions. The Nashville Probation and Parole Office also has space available for a resource center.**
- **Obtaining and Retaining Long Term Employment: The Employment Specialist, work release program and local Labor and Workforce development will create a central registry for potential employers. A job bank will be created. Reinstating a furlough privilege (with electronic monitoring) will enable offenders to go on job interviews. An education and vocational assessment will provide for career placements. A curriculum component will prepare offenders for job interviews, applications, resumes and job retention skills.**
- **Maintaining Stable Crime and Drug Free Residences: Money will be allocated for transitional housing, emergency housing or relocation. Appropriate offenders will be denied release plans that would have them returning to the old neighborhood and a contingency plan developed. Case manager, field parole officers and community resource agency will assist in community reorientation.**
- **Successfully Addressing Substance Abuse Issues/Mental Health Needs: A new law, TCA 40-28-201 now allows for the monies collected from parole supervision fees to pay for substance abuse and mental health services. Community Resources will also be developed to address better service delivery. A contract with DeDe Wallace is already in place to provide substance abuse treatment within the institution.**

- **Preparation for Society While Incarcerated:** The institutional component will address life skills necessary for reintegration. By dividing the Phase 1 component into 2 parts, the offenders will be allowed to transition to work release, educational or vocational release and still be under supervision by the TDOC and guidance from the case manager. Resources will be developed by faith based organizations to provide mentors prior to leaving incarceration.
- **Aftercare:** The offenders will be required to be active in planning their relapse prevention plan. The plan will include support from their parole officer, case manager, family and community resources and intense parole supervision for the first 12 months of parole.

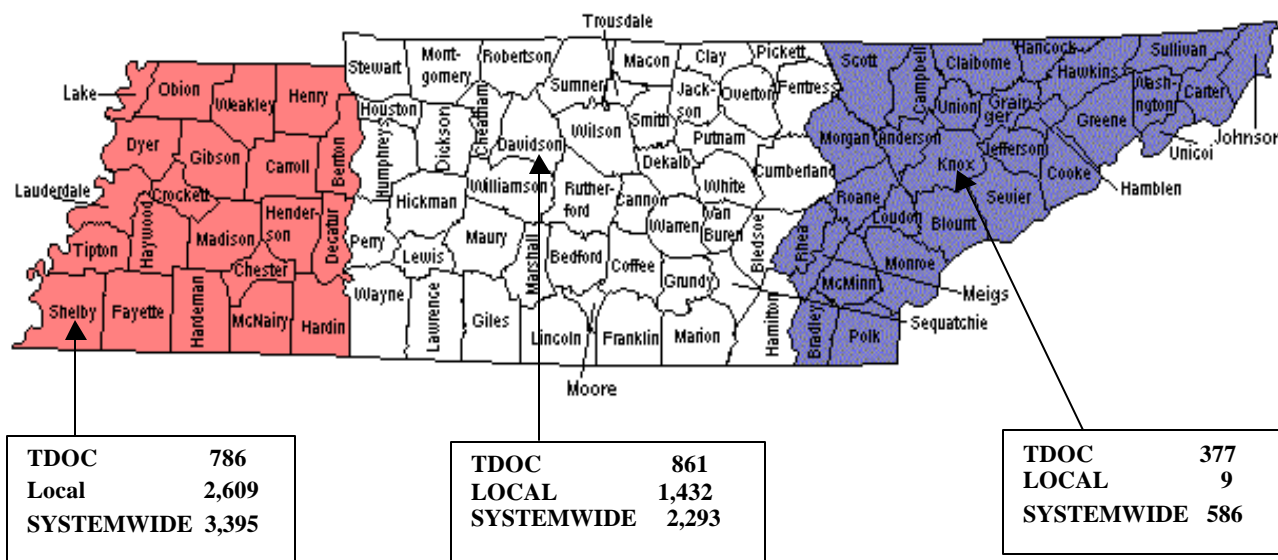
B. Analysis of the Population

On March 31, 2002, there were 16,565 males and 990 females assigned to Tennessee Department of Correction (TDOC) facilities, for a total of 17,555 inmates incarcerated in Tennessee's adult institutions. There were approximately, 35,113 offenders on regular and intensive probation, 8,026 offenders on parole, and 5,383 under the supervision of Community Corrections grant programs.

Statistics from the Tennessee Offender Management Information System (TOMIS) database indicate that 12,632 felony offenders systemwide (TDOC in-house, backup, and local felons) were sentenced to the Tennessee Department of Correction (TDOC) during FY 2000-01; of these, 7,963 (63.0%) were new commitments, 759 (6.0%) were returned escape/others, and 3,910 (31.0%) were parole, probation, or community corrections violators.

Target Area Felony Admissions by Counties FY 2000-01

(Shelby County, Davidson County, and Knox County)



The above table shows that during FY 2000-01, 26.9% of the offenders sentenced to TDOC system-wide (TDOC in-house, backup and local jails) were from Shelby County, 18.2% were from Davidson County, and 4.6% were from Knox County.

According to data from Tennessee Department of Correction Planning & Research Department, in FY 2000-01 there were 12,419 releases system-wide (TDOC in-house, backup and local felons) in Tennessee. Approximately 7,799, or 62.78%, of those released to the community were between the ages of 18-35.

The following data reviews the number of inmates released to community supervision in Knox County, Shelby County, and Davidson County during FY 2000-01. Twenty eight percent of inmates released from TDOC institutional custody to community supervision status were released to Shelby County, 18.23% to Davidson County, and 6.10% to Knox County.

Target Area Felony Probation/Parole Releases by Counties Fiscal Year 2000 - 2001

Target Area	Number of Releases	% of Total
Shelby County	2,252	28.69%
Davidson County	1431	18.23%
Knox County	479	6.10%

State and federal governments have allocated increasing shares of their budgets to building and operating prisons. Prison spending was the fastest growing budget item in nearly every state in the 1990s. Like other states nationwide, declining state revenues coupled with the rapidly growing costs of medical care and public education have devastated Tennessee state's budget. Tennessee is projecting a revenue shortfall of nearly \$350 million by the end of FY 2001-02. Moreover, in the wake of the state's ongoing 3-year budget crisis, state probation/parole officers have average caseloads of 100 to 125 cases, and cannot offer the needed sustained supervision for offenders returning to the community. Mandated cost containment has also impacted the ability of both the Department of Correction and Board of Probation and Parole to expand or enhance institutional and community-based treatment services for offenders.

In addition to funding-related obstacles, the department has identified other barriers or gaps in current services that may impede an offender's successful transition into the community:

Obtaining and Retaining Long Term Employment: Currently, there is no central point for offenders to secure employment while incarcerated. The Board of Probation and Parole mandates that offenders have documented employment prior to release. This situation leads to offenders attempting to secure employment through family members, on their own, or perhaps through a community-based agency. The result is minimum wage employment that often does not feature opportunities for career advancement.

Maintaining Stable Crime and Drug Free Residences: A parolee must generally be released to the county where he last resided before going to prison. Since offenders overwhelmingly come from poor, culturally isolated, inner-city neighborhoods, that is where they return.

Successfully Addressing Substance Abuse Issues/Mental Health Needs: TDOC funded transitional substance abuse treatment for community-based offenders is presently limited to those individuals who reside in Davidson County. Offenders paroling to other counties within the state must rely on indigent services. Mental Health services are limited to indigent services. The Board of Probation and Parole does not provide funding for substance abuse or mental health services.

Preparation for Society While Incarcerated: Prior to the formation of the department's Office of Pre-release and Transition Services in November 2001, there was minimal coordination and standardized programming available for offenders before their release from incarceration. Currently, community-based case management services are limited to those offenders who parole to Knoxville.

Aftercare: Once an offender is released from a TDOC facility, the only aftercare that currently exists is what has been mandated as a condition of parole.

Because of the ever-increasing number of felons under criminal justice supervision within Tennessee, it is apparent that measures are needed to prevent individuals from committing crimes, as well as to reduce the potential for ex-offenders to continue to commit crimes. To this end, the Tennessee Department of Correction is proposing to enhance its current pre-release program by designing a comprehensive reentry program for serious and violent adult offenders who have been assessed to pose a high risk of recidivism. A community-based case management model will be implemented to complement services provided during incarceration and develop support systems in the target areas to assist ex-offenders. Tennessee Department of Correction will collaborate with state and local governmental agencies, community-based organizations, and social service organizations to address the reentry of offenders through an initiative entitled **Tennessee Bridges**.

The overall goal of Tennessee Bridges will be to increase public safety by reducing the state's recidivism rate and the victimization inflicted on Tennessee communities by returning

offenders. This program will address housing, employment, education, life skills, and treatment related issues. The program focus will be to prepare, control, restore, and support former serious and/or violent offenders as they move toward a crime-free, self-sustaining reentry into Tennessee communities. The program will be designed to accommodate 300 serious and violent offenders over a three-year period.

The Tennessee Department of Correction recognizes the need to supervise and treat serious and violent offenders in a way that will maximize their ability to return to and remain in their home communities without compromising public safety, and to become productive, law-abiding members of the community. To accomplish this, Tennessee Bridges will implement an intervention strategy that is comprehensive and proactive in nature and will include state and local partners from both the public and private sectors. The department stands ready to work with treatment providers, community organizations, volunteers and mentors (and others) in helping offenders reenter their communities successfully. Tennessee Bridges will offer returning offenders their best opportunity to break the destructive cycle of crime and incarceration in which so many of them have been caught.

II. Project's Goals & Objectives

Studies of offenders making the transition from incarceration back to the community have found that the existence of multiple and organized services, combined with criminal justice supervision and case management, can reduce the recidivism rate, which at its current level means nearly two-thirds of ex-offenders fail to successfully reenter society on a permanent basis.

As previously stated, the overall goal of this initiative will be to increase public safety by reducing the rate of recidivism for serious and violent offenders. The department's goals and

objectives for this project will mirror the overall goals and objectives of the Serious and Violent Offender Reentry Initiative.

Goal 1: Prevent reoffending.

Objective 1: Begin the reentry planning process within the correctional setting and initiate contacts with key service providers, law enforcement, and community corrections agencies prior to discharge for the offender.

The transition team will conduct its first meeting by August 15, 2002.

The department will begin the Tennessee Bridges assessment and selection process by August 30, 2002.

The department will establish contracts with community treatment providers by November 1, 2002.

Objective 2: Ensure the offender is fully engaged in the planning process and clearly understands expectations and consequences.

100% of the offenders assigned to Tennessee Bridges will be required to sign a participant agreement form within the first 30 days of assignment to the program.

100% of the offenders assigned to Tennessee Bridges will be required to develop a transition plan within the first 90 days of assignment to the program.

Objective 3: Identify needs and provide support and services designed to promote successful reentry.

100% of the offenders assigned to Tennessee Bridges will undergo a needs assessment within the first 60 days of assignment to the program.

100% of the offenders assigned to Tennessee Bridges will participate in a substance abuse education program prior to release from the institution.

100% of the offenders assigned to Tennessee Bridges will complete all required institutional program goals and objectives prior to release from the institution.

100% of the offenders assigned to Tennessee Bridges will be assigned a community-based case manager prior to release from the institution.

Objective 4: Exercise active supervision of the offender, ensuring accountability and/or appropriate graduated sanctions for noncompliance or criminal behavior.

100% of the offenders assigned to Tennessee Bridges will be assigned a probation/parole officer while under community supervision.

100% of the offenders assigned to Tennessee Bridges will be required to meet with both the designated parole officer and case manager within 72 hours of release from the institution.

100% of the offenders assigned to Tennessee Bridges will have their transition plans reviewed every six months by the institutional case manager during Phase One. During Phase Two, the transition team will review all Tennessee Bridges community-based program participants' transition plans every six months during the first year of the program and on an annual basis after the first year.

100% of the offenders assigned to Tennessee Bridges will be subject to graduated sanctions upon failure to comply with program requirements while under community supervision.

Goal 2 Enhance public safety.

Objective 1: Work with local law enforcement to ensure joint supervision and accountability.

The Department of Correction, in conjunction with its partner Board of Probation and Parole, will expand community collaborative efforts to include Shelby County and Davidson County police departments by August 30, 2002.

The Department of Correction, in conjunction with the Board of Probation and Parole, will conduct regional training for institutional staff, local law enforcement, and probation/parole staff who will participate in Tennessee Bridges by November 30, 2002.

To reduce the state's recidivism rate by five percent over the previous year for each year of the project.

Objective 2: Provide active ongoing management and supervision designed to hold the offender accountable and protect the public interest.

100% of the offenders assigned to Tennessee Bridges will have weekly face-to-face contact with their case manager during the first four weeks of community supervision.

Objective 3: Utilize technology such as electronic monitoring (when appropriate) or surveillance to ensure that the offender's location is appropriate and does not pose an undue threat to the community or the victim.

100% of the offenders assigned to Tennessee Bridges will be required to carry an offender identification card at all times while under community supervision.

Objective 4: Exercise zero tolerance for new criminal activities.

100% of the offenders assigned to Tennessee Bridges will have to undergo weekly record checks.

100% of the offenders assigned to Tennessee Bridges program will be required to submit to regular and random drug tests.

Objective 5: Develop and implement individual reintegration plans with appropriate levels of supervision.

100% of the parole officers assigned to Tennessee Bridges caseloads will not supervise more than 35 active cases at any one point in time.

Goal 3: Redeploy and leverage existing community resources by fostering linkages and accessing currently provided services.

Objective 1: Use federal assistance to enhance or improve ongoing resources for pre-release programming.

BOPP will apply for Byrne Memorial State and Local Law Enforcement Grant Funds by July 30, 2002 to improve treatment services for community offenders.

The TDOC will continue to review on a monthly basis the Federal Register and other publications for federal funding opportunities to improve pre-release services.

Objective 2: Increase communities' leveraging and allocation of resources to provide for the sustainability of the reentry initiative.

As funding permits, the TDOC will continue to collaborate and contract with community agencies on an annual basis to provide pre-release treatment services.

Objective 3: Enhance partnerships among government agencies and community organizations.

100% of the contracts issued for Tennessee Bridges services, by the TDOC, on an annual basis will be with community organizations to improve and expand reentry services.

Objective 4: Enhance the availability and quality of reentry services.

100% of the offenders assigned to Tennessee Bridges will have a case manager who will monitor their respective needs and services on a monthly basis.

Goal 4: Assist the offender to avoid crime, engage in prosocial community activities, and meet family responsibilities.

Objective 1: Promote productive interaction between the offender and community organizations

100% of the offenders assigned to Tennessee Bridges will be required to participate in a minimum of 20 hours of community service work per month while incarcerated and a minimum of 4 hours per month during the first year of community supervision.

Objective 2: Provide for and expect the offender to be a contributing productive citizen.

100% of the offenders assigned to Tennessee Bridges will be required to maintain employment or attend school while under community supervision.

Objective 3: Increase involvement between members of offenders' support networks and returning offenders.

100% of the offenders participating in Tennessee Bridges, who are in need of such services, will be assigned a mentor who will communicate the offenders involvement to the case manager on a weekly basis.

- **TN Bridges offenders will parole to the program, with the condition that they will not be released from custody until the institutional component is satisfactorily completed. The TDOC and TBOPP will work together regarding the number of participants to avoid a lack of program space availability. All participants will be required to sign a contract voluntarily agreeing to parole to the program prior to their scheduled parole hearing. If they choose to drop out prior to the completion of the institutional component, they will be scheduled for a rescission hearing and their parole status revoked.**

III. Identifying Target Population

A. Target Populations

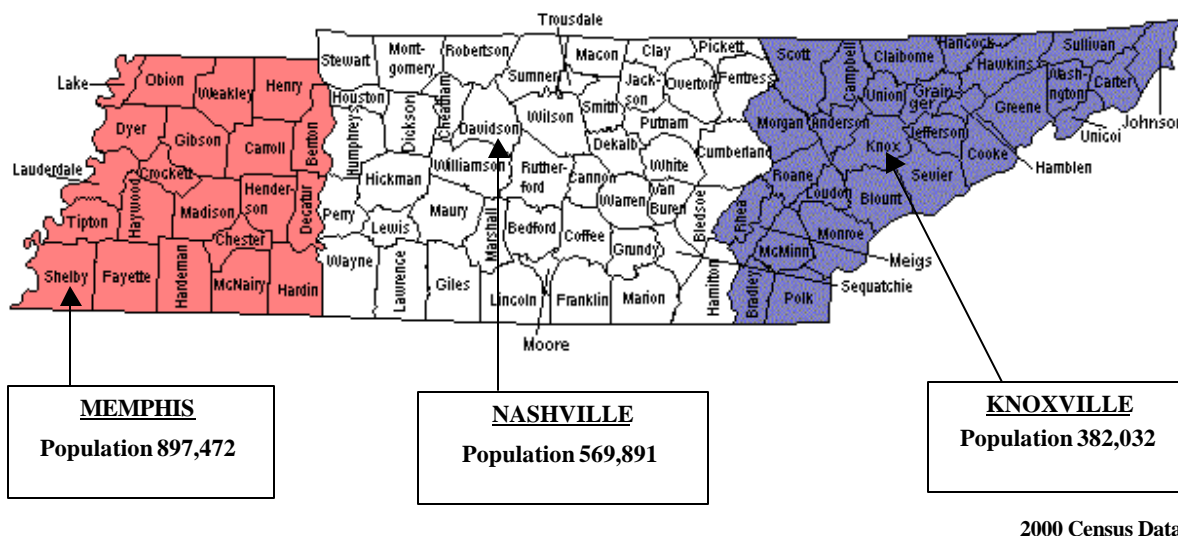
Tennessee Bridges will target serious and violent adult offenders who are returning to the community and under criminal justice supervision in the three largest counties in the state (Shelby, Davidson, and Knox). All other serious, high-risk offenders who fit the criteria for the target population but are not admitted to the program will be referred to other institutional and community services.

The target population for Tennessee Bridges will be adult offenders between the ages of 18-35 years upon program entry who have been confined for a minimum of 12 consecutive months *under the jurisdiction* of the Tennessee Department of Correction and who have a history that indicates a pattern of violence and/or who have proven unwilling/unable to conform to the accepted rules of society.

B. Target Area

The project will serve the three largest counties/cities in the state: Knox County (Knoxville), Davidson County (Nashville), and Shelby County (Memphis). Upon entry into Phase I of Tennessee Bridges, the institutional component of the program, all males will be housed in the Middle Tennessee Correctional Complex Annex (MTCCA).

Exhibit 2: Map of Tennessee's Three Grand Divisions



C. Project Selection/Referral Process

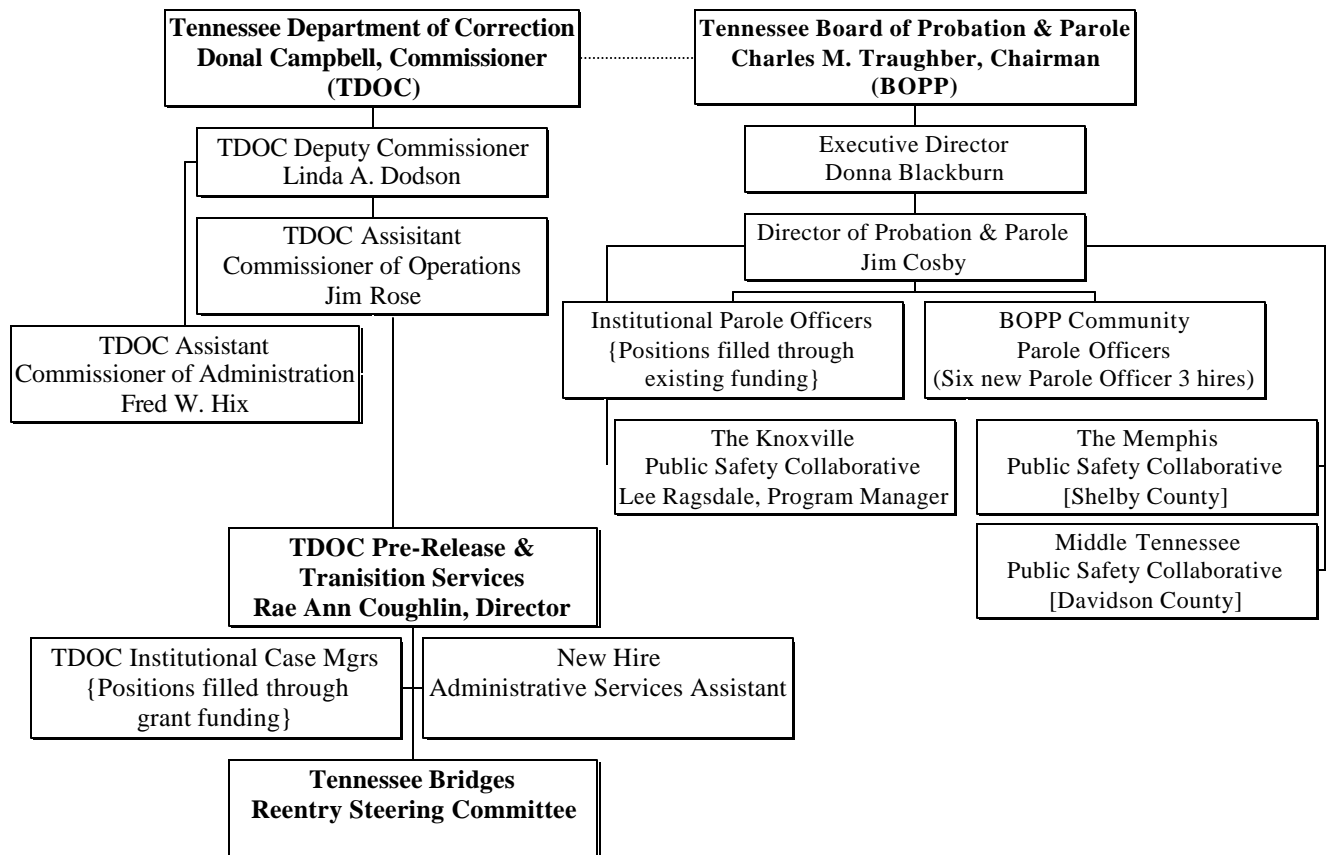
Once an incarcerated offender is notified of an upcoming parole hearing, a Board of Probation and Parole (BOPP) institutional parole officer (IPO) will conduct a Risk/Needs Predictor Assessment. After reviewing the offender's history for BOPP parole eligibility requirements and grading the offender's Profile and Risk Assessment against Tennessee Bridges' criteria and guidelines, the IPO will make a recommendation for inclusion in the program to Parole Board members. If the BOPP members vote to grant parole, the Board will then determine if the offender should be assigned to Tennessee Bridges based on their review of the IPO's recommendations and assessment instruments. The reviewing Board member(s) will reassess the offender and make their recommendation. Only those offenders who will be eligible to return to the community after release from the institution will be eligible to participate in this project. Offenders with detainers will not be allowed to participate in Tennessee Bridges. If assigned to the program by the BOPP, the offender's parole grant will become effective *upon*

successful completion of Phase I of Tennessee Bridges. The offender must continue to adhere to the rules of the program for the three-year period. Failure to do so will result in review by the Reentry Steering Committee (RSC) and the BOPP. Appropriate graduated sanctions may be imposed as warranted. Graduated sanctions may include, but are not limited, to the following; increased supervision/reporting, increased drug testing, substance abuse treatment, community service work, and electronic monitoring.

IV. Organizational Capacity and Key Decisionmakers

The two key partners for this project will be the Tennessee Department of Correction and the Board of Probation and Parole. The Department of Correction will also partner with the Knoxville Public Safety Collaborative, Nashville Public Safety Collaborative, and Memphis Public Safety Collaborative.

Tennessee Bridges Organizational Chart



A. Lead Agency

The mission of the Tennessee Department of Correction is to ensure the safety of the public through supervision of convicted felons utilizing correctional practices which contribute to the effectiveness of the criminal justice system at the most efficient cost to the taxpayer. The Tennessee Department of Correction is recognized nationwide as one of the leading correctional systems in the United States in terms of its operating policies and procedures. TDOC was one of the first correctional systems in the country to be fully accredited in 1994. The department manages and operates 13 adult correctional facilities with approximately six thousand employees. The department's annual operating budget is over \$400,000,000.

The Tennessee Department of Correction receives federal funding from the following grant programs:

State Criminal Alien Assistance Program (SCAAP) - Provides reimbursement for expenses incurred housing criminal aliens.

Residential Substance Abuse Treatment Program (RSAT) - This program provides in-prison residential therapeutic communities, substance abuse programming and intervention services.

Edward Byrne Memorial State and Local Law Enforcement Grant Program – This program provides transitional release treatment services for substance abusing offenders.

Violent Offender Incarceration and Truth In Sentencing Incentive Grant – This program provides funding for capacity expansion through new construction or renovation to house serious or violent felons.

TDOC has extensive experience in the area of strategic planning and collaborating with other governmental agencies. Each year, all unit directors and wardens within the Department of Correction compile a unit/institutional strategic plan. Each plan is specific to the unit and contains two types of goals: 1. Ongoing or routine activities for the unit (e.g., continue to review

and monitor proposals for research in TDOC institutions) and 2. New initiatives (e.g., conduct feasibility study to evaluate new institutional training courses for correctional officers). Each unit plan is updated quarterly by the unit director or warden. These unit and institutional plans are reviewed by the Commissioner of Correction and become the basis for the departmental strategic plan submitted to the Governor of Tennessee. The department performs regular reviews of the progress made in attaining each of its departmental goals during the year. Upon review of other state agencies' strategic plans for the year, the department initiates contact as needed to develop working partnerships with designated co-owners or participants in the various Executive Branch strategic plan objectives and strategies.

B. State and Local Readiness

The TDOC will partner with the following community and state agency decisionmakers for reentry services:

1. <u>Decisionmakers</u>	<u>Agency</u>	<u>Service</u>
2. Kenneth Robinson, President	CorrectionalounselingI nc.	A&D Treatment Services
John York, Exec Director	Samaritan Recovery,Inc.	Transitional Housing
Alice Arceneaux, Exec. Director	Reconciliation	family Reunification
Verna Wyatt, Exec. Director	You Have The Power	Victim Services
Bishop Ralph Houston	Houston Ministries	Faith-based Services/Housing
Rev. Victor Singletary	First Baptist Capitol Hill	Mentoring
Sarah Nelson	Labor Ready	Employment Services
3. <u>Decisionmaker Agreement</u>		
Phil Keith, Chief	Knoxville Police Department	Public Safety Collaborative
Walter E. Crews, Chief	Memphis Police Department	Public Safety Collaborative
Emmit Turner, Chief	Nashville Police Department	Public Safety Collaborative
3. <u>State Decisionmaker/Agreement</u>		
Charles Traugher, Board Chairman	Bd of Probation and Parole	Paroling Authority
Dr. Stephanie Perry, Asst. Commissioner	Bureau of A & D Services	State A&D Service
Pat Dishman, Director	Criminal Justice Programs Office	Criminal Justice Eval.
Faye Taylor, Commissioner	Department of Education	State Education
Elisabeth Rukeyser, Commissioner	Department Mental Health	State Mental Health
Larry Wallace, Chief	TBI	State Police

V. Project Design and Management

A. Authority and Coordination/Project Management

The TDOC will work collaboratively with the BOPP in the institution to prepare the offender for reentry. The TDOC Director of Pre-Release and Transition Services will develop and coordinate collaborative partnerships with a broad spectrum of community, state and local government agencies to ensure availability of adequate service delivery to the offender upon release.

B. Service Delivery System

There seems to be a general agreement among both practitioners and criminologists about the essential elements of an effective support system for offenders. These elements include:

(1) case planning prior to release and after release from the institution; (2) continuous supervision; and (3) graduated sanctions for non-compliance. The Tennessee Department of Correction will use a case management approach or model to address the reentry needs of serious and violent offenders. This model will link inmates returning to the community with needed services prior to release from the institution. Tennessee Bridges will be divided into three phases:

Phase I Protect and Prepare: Institutionally-Based Programs

Phase II Control and Restore: Community-Based Transition

Phase III Responsibility and Productivity: Community-Based Long-Term Support

Phase One - Institutional Readiness

This phase of the program will be designed to provide program participants an opportunity to address transitional issues. During this phase, offenders will undergo a needs assessment. This assessment will include the following areas: substance abuse, employment,

housing, family issues, financial management, and legal issues. Using the needs assessment as a base, all inmates assigned to Tennessee Bridges will be required to develop a Transition Plan within the first 90 days of the program. This plan will be developed by the offender and reviewed and monitored for compliance by the institutional case manager. The Transition Plan will be used to direct further treatment interventions while incarcerated and after release from the institution. All inmates will be required to complete a 10-week cognitive-based drug education program. Associated learning tasks for drug education will include: (1) learn basic principles of criminal thinking, (2) be able to identify key thinking patterns that have led to criminal behavior, and (3) be able to identify realistic short and long term goals. Offenders who have been assessed to be in need of substance abuse treatment services will be referred to the TDOC Tennessee Community Reintegration Substance Abuse Treatment Program (TCREST). Using grant funds from the Edward Byrne Memorial State and Local Law Enforcement Grant Program, the TCREST program is designed to provide primary or secondary residential therapeutic community substance abuse treatment services prior to release from the institution. Program length is 3- 24 months.

According to national statistics, one year after release from the institution, as many as 60 percent of former inmates are not employed in the regular labor market, and there is increasing reluctance among employers to hire ex-offenders (Holzer 1996). For this reason, offenders assigned to Tennessee Bridges who meet the criteria for work release will be encouraged to participate. Emphasis will be placed on securing job skills that can be transferred to the community. Inmates who are involved in a work or education program during the day will receive programming services during the evening. Program participants who meet the criteria for work release will be encouraged to participate in work release outside the institution.

Phase Two Control and Restore: Community-Based Transition Programs

The TDOC, in partnership with the Board of Probation and Parole, will establish collaborative relationships between law enforcement agencies and community treatment providers to proactively supervise and treat this difficult-to-serve offender group. The Board of Probation and Parole will serve as the community reentry authority. The BOPP has the ability to impose the conditions of the reentry plan, graduated sanctions, and/or revocation of release if an offender fails to comply with those conditions.

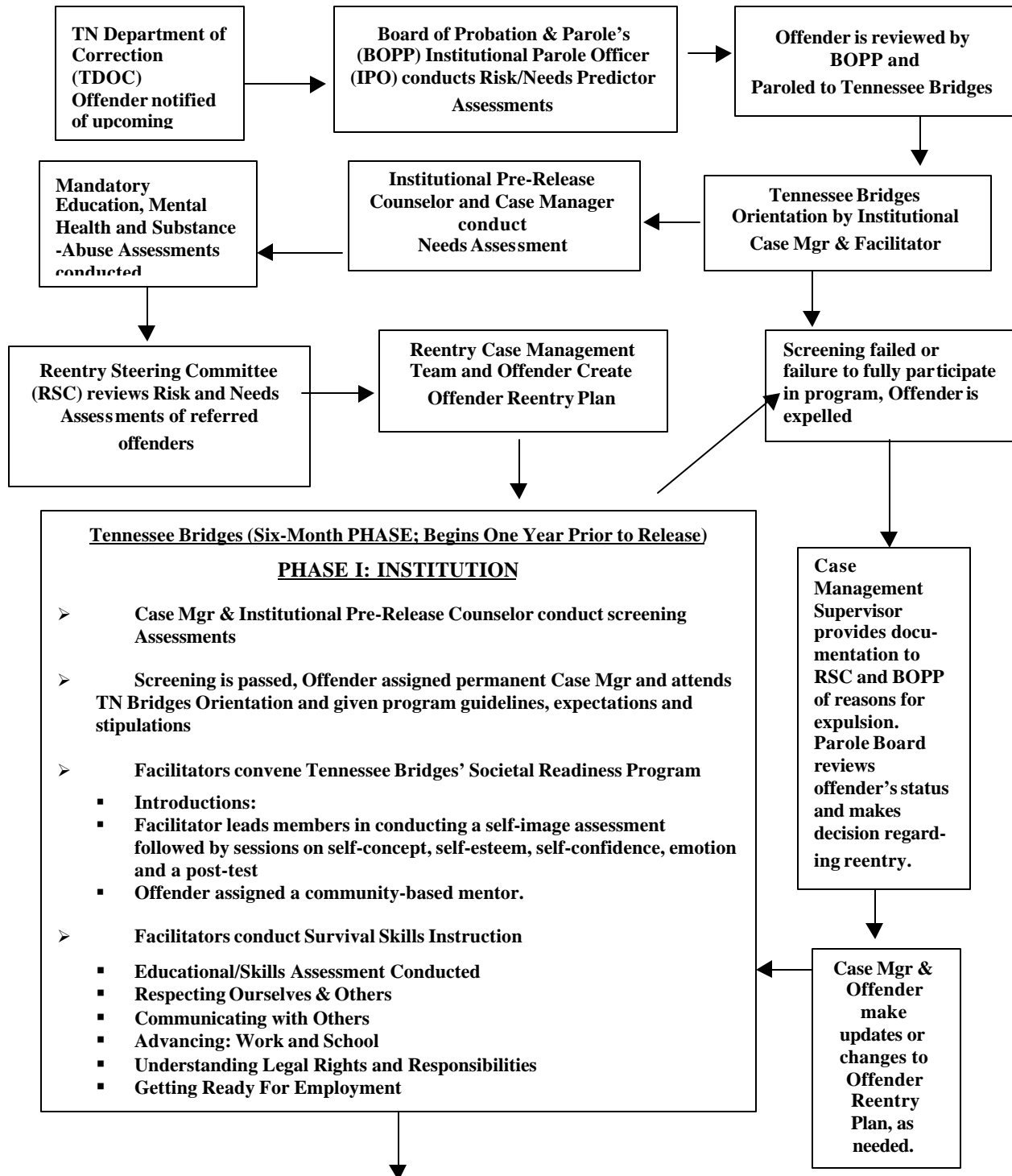
The Department of Correction will contract with community agencies to provide treatment, housing, and case management services in Knoxville, Memphis, and Nashville. Offenders will be required to meet with the assigned case manager within 72 hours of release from the institution. The case manager will review and update the Transition Plan. This review will provide the offender with the ability to continue program services that were started or not completed while in the institution. Community-based case managers will work with the probation/parole officer. Ongoing case management activities will include joint home and employment visits, monitoring of compliance with treatment and parole restrictions, and treatment progress. Offenders will be required to meet with their case manager on a weekly basis during the first four weeks after release from the institution. Case manager contacts will be reduced to bimonthly contacts for the duration of Phase II. Case plans are reviewed and modified as necessary. Sanctions, such as the use of community service, electronic monitoring, or changes to curfews or living arrangements, will be used to address non-compliance issues. These issues may be addressed by the parole officer or taken to the Administrative Case Review Committee at the BOPP.

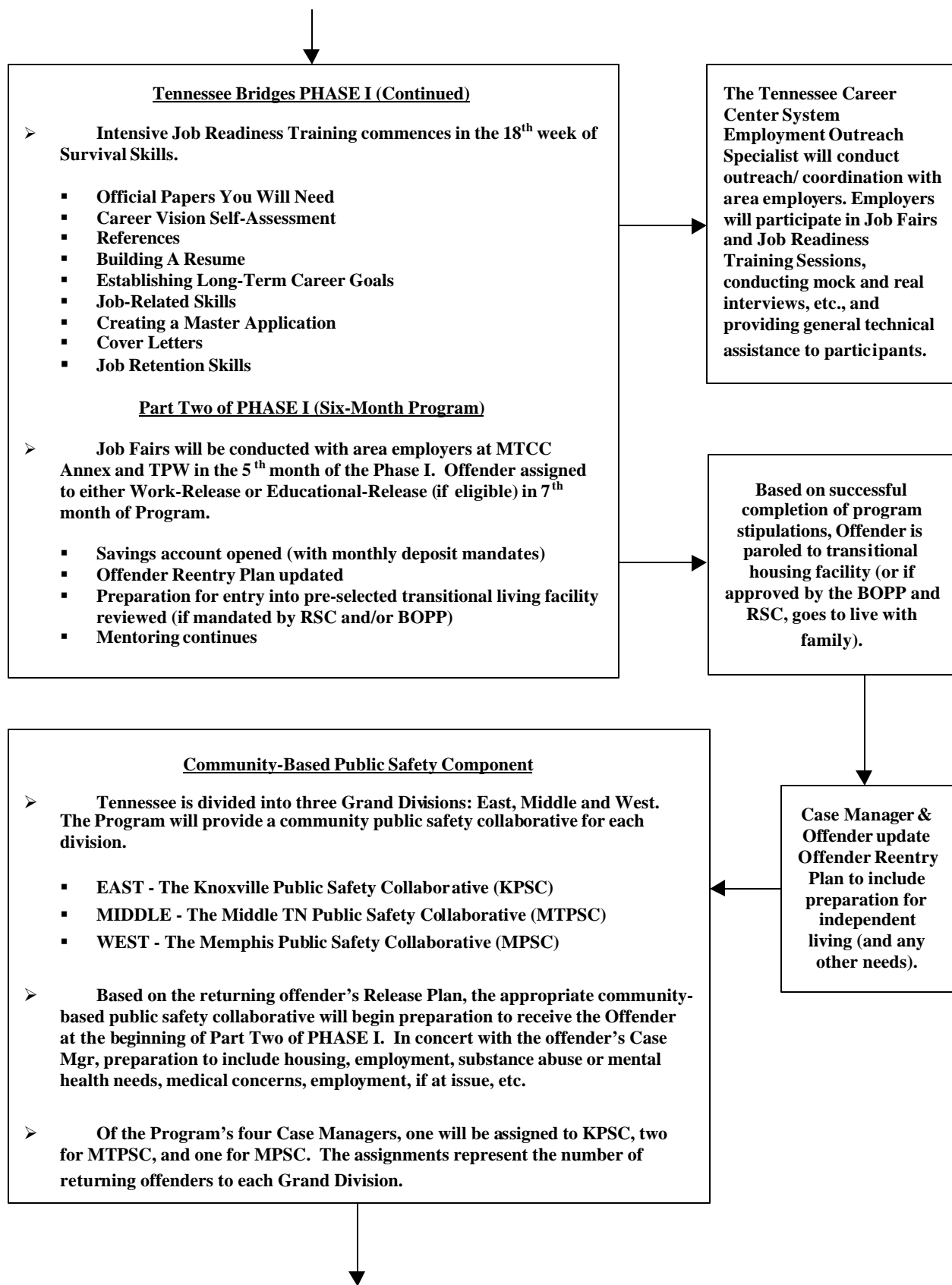
Phase Three – Responsibility and Productivity: Community-Based Long-Term Support

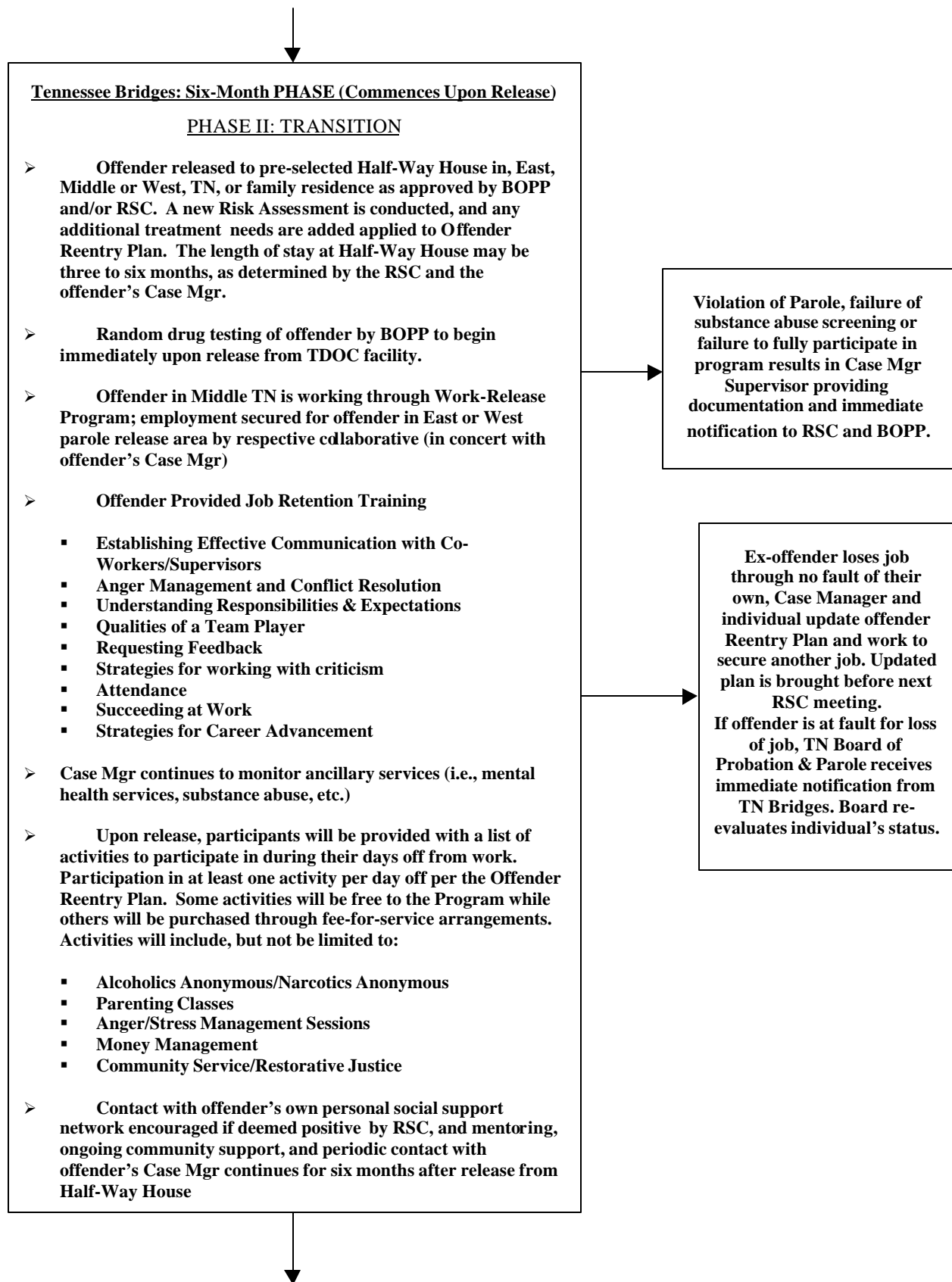
During this phase of the project, the transition team will work towards establishing networks to support the offender in the absence of criminal justice supervision and after the reentry plan has been successfully implemented. Case management contacts will be conducted on a quarterly basis or more frequently if needed or requested by RSC or BOPP.

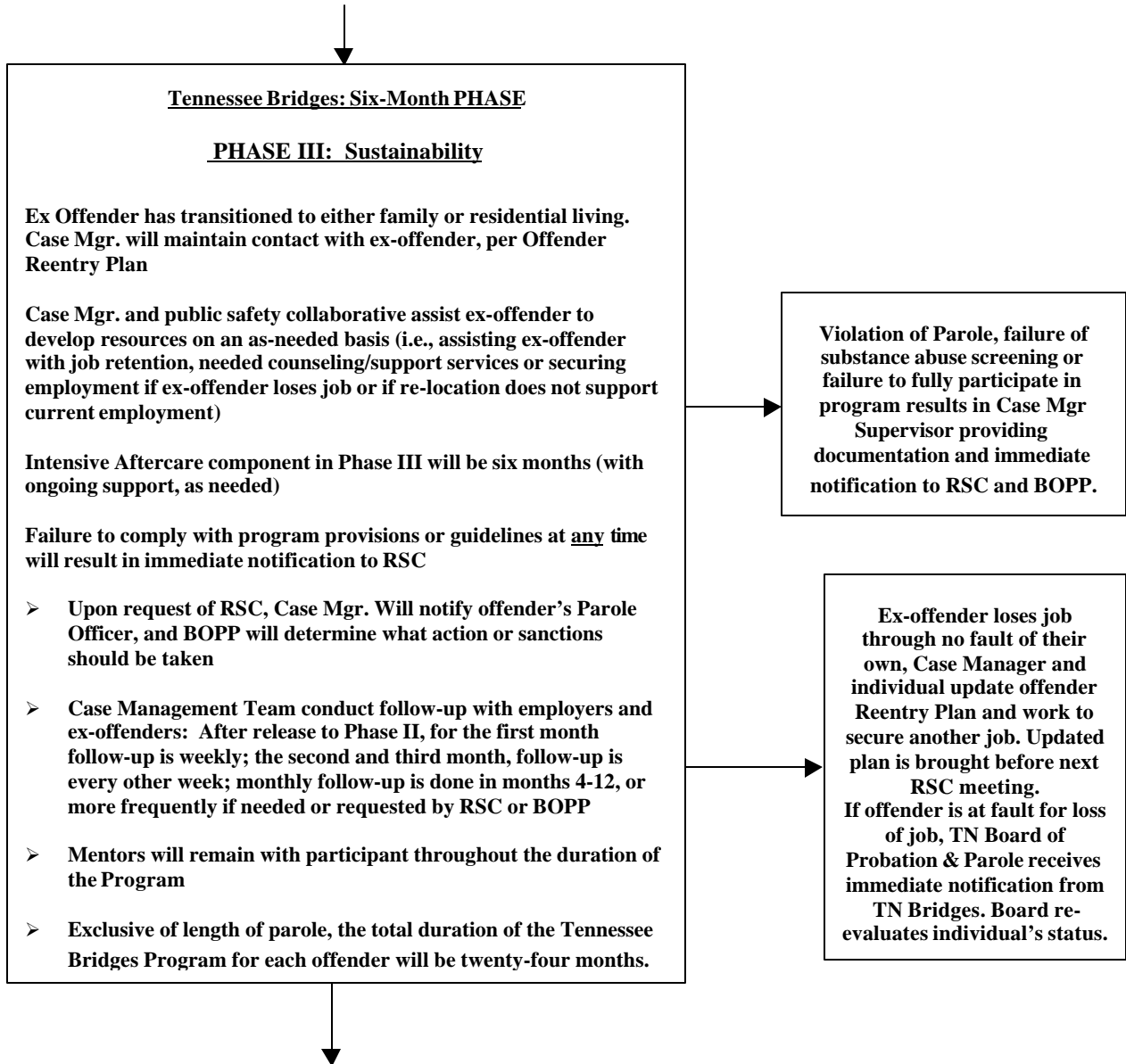
Activities will include aftercare treatment services, case management, participation in self-help or support groups, community-based mentors that promote social relationships, and linkages to education and community resources should the need arise. Case managers will conduct follow-up with employers and ex-offenders. The total duration of Tennessee Bridges for each offender will be twenty-four months.

Exhibit 3: Tennessee Bridges Service Delivery Model









C. Transition Team

Transition team management will begin when the offender's reentry plan is developed and will continue until the offender leaves the program. During Phase One, the institutional parole officer will serve as the representative from the BOPP. During Phases Two and Three, the offender's community probation/parole officer will serve as the representative from the BOPP. The Tennessee Bridges Reentry Case Management/Transition Team will consist of the institutional pre-release case manager, community case manager, the offender, probation/parole officer and, if applicable, case managers from the offender's substance abuse and mental health treatment provider. The BOPP officer will serve as the case lead to review and coordinate the offender's reentry plan and ensure that the offender complies with his/her treatment goals and objectives.

D. System of Offender Assessment

The BOPP has developed and normed, using Tennessee offenders, a needs assessment and risk prediction instrument. All project participants will receive a needs assessment prior to release from the institution. This instrument will assess the offender's need for housing, employment, substance abuse treatment, and mental health. All program participants will also receive a risk assessment, in order to assess an offender's likelihood of recidivating, level of risk to the community, and to identify the appropriate level of community surveillance and support. BOPP policy requires all offenders under community supervision to receive a reassessment every six months to measure progress and determine whether services are working or the offender's needs have changed. All assessments will be individualized and appropriate to the offender's ethnicity, cultural background, gender, and individual differences.

E. System for Offender Reentry Plans

All program participants will be required to develop a reentry plan during the institutional phase of the program. At a minimum, this plan will address family related issues, employment, housing, counseling services (i.e., batterer intervention, anger management, relapse prevention), treatment needs, legal issues, social services, and financial obligations. This plan will be developed by the offender and reviewed by the institutional case manager. After release from the institution, the reentry plan will be reviewed and updated every six months. Involvement of family and other natural support systems, including reunification plans, will be included when appropriate. Reentry plan compliance will be included as a condition of parole. The plan will remain in effect for as long as the offender participates in the program.

F. Continuum of Services Project Management

During Phase II and III, the parole officer will serve as the primary case manager for both treatment and supervision interventions and is the information hub for all of the agencies involved with the offender. As previously stated, graduated sanctions, such as the use of community service, electronic monitoring or changes to curfews or living arrangements, will be used to address non-compliance issues. These issues may be addressed by the probation/parole officer or taken to the Administrative Case Review Committee at the BOPP. While the probation/parole officer and his or her supervisor will have the authority to move an offender to a less restrictive supervision level, the case management team will be included in the decision process.

G. Continuity of Services

In order to create a seamless continuum from the institution to the community, the case management team will coordinate services. The case management team will work together to ensure access and delivery of services.

▪ **Restitution and Community Service.**

The department has an active community service program for incarcerated offenders. Community service projects may include: road crews, litter pick-up, non-profit agency remodeling, and non-profit agency janitorial services. Each Regional Probation/Parole Office has a community service coordinator position. This position is responsible for coordinating and monitoring all community service activities within the region. All program participants will be required to perform a minimum of 20 hours of community service per month during Phase One of the program, and perform at a minimum four (4) hours of community service per month during the first year of community supervision. Restitution is assessed through the criminal court at the time of sentencing. If ordered, program participants will be required to pay restitution.

▪ **Educational Services.**

Tennessee Department of Correction (TDOC) operates a State Special School District approved by the Tennessee Department of Education and the State Board of Education. TDOC is also an approved GED Testing Site (1 of only 40 statewide) by the Tennessee Department of Labor and Workforce Development's Adult Education Division and the GED Testing Service in Washington, DC. TDOC's current school structure consists of traditional classrooms with no facilities for electronic vocational or academic coursework. Today's market place demands that employees have computer skills and

basic office software skills. Because of limited funding, the department has been unable to provide automated educational software and computer in each classroom.

- **Housing.**

The BOPP does not provide transitional or long term housing assistance. The department will develop a plan to establish transitional housing for offenders. Electronic monitoring may be used as a graduated sanction and as a means to provide intensive supervision of participating offenders and close monitoring of their daily activities.

- **Job Training and Placement Services.**

The department will work with workforce investment systems to help offenders with their employment needs. An individual service strategy will be completed for each offender. The department will contract with a local job training service to provide an assessment of the offender's skills, abilities, interests, and job readiness and individualized training.

- **Substance Abuse Services.**

All offenders participating in Tennessee Bridges will be required to participate in a 10-week drug education program. All program participants will receive a substance abuse assessment. The department will use the Texas Christian University Drug Screen (TCUDS II) to assess the offenders' substance abuse needs. If substance abuse treatment is indicated, treatment options may include outpatient, group counseling, or residential therapeutic community. Substance abuse treatment services will be continued in the community. Upon release from the institution, all substance abusing offenders will be required to participate in aftercare. Offenders will be encouraged, but not required, to participate in self-help programs.

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▪ **Medical/Mental Health Services**

For those offenders who are in need of such services, medical and mental health services will be provided during Phase One. Mental health services will be integrated into community-based contractual services. These services may include regular screening and assessment with appropriate referral and followup, crisis intervention, anger management, batterer interventions, and peer-support groups.

H. Definite Terms and Conditions

As previously stated, the parole officer and his or her supervisor will have the authority to move an offender to a less restrictive form of supervision; other members of the transition team will be consulted as a part of the decision-making process. Community cases will be reviewed every six months. All program participants' level of supervision will be assessed at that time.

I. Plan for Program Sustainability

The department will encourage the use of community-based organizations to provide needed support to offenders after the term of this project. Community mentors will continue to work with offenders after release from Tennessee Bridges.

J. Staff Resources

The Tennessee Department of Correction has the management resources and infrastructure to fulfill the requirements of this project. The Director of Prerelease and Transitional Services will be responsible for coordinating and monitoring all project related activities. A grant funded Administrative Assistant position will be assigned to this project to track project offenders and assist with data collection. During Phase One of the project, the warden at Middle Tennessee Correctional Complex will be responsible for day-to-day institutional program activities and routine contact compliance. MTCC is located in Nashville.

Using existing contract monitoring staff, the department will conduct periodic on-site institution and community contract monitoring visits to ensure program compliance. The regional Probation and Parole directors, under the direction of the Board of Probation and Parole, will be responsible for the supervision of the six probation and parole officers to be assigned to this project.

All treatment, educational assessment, employment training, and case management services will be provided through contractual services. The Board of Probation and Parole will allocate up to six (6) probation/parole officer positions to provide community supervision.

Project Staffing

Grant Funded Positions		Project Phase Implementation
(1)	Administrative Services Assistant	I, II, III
Contractual Services		
(4)	Community Case Managers	II, III
	2 Nashville	
	1 Knoxville	
	1 Shelby County	
(2)	Education Specialists	I
(2)	Institutional Case Managers	I
(2)	Employment Specialist	I
Non Grant Funded Positions		
(1)	Project Coordinator	I, II, III
(2)	Institutional Prerelease Counselor	I
	1 MTCC	
(6)	Probation/Parole Officers	II, III
(2)	Institutional Parole Officers	I

K. Management Plan

Effective information-sharing between agencies is the cornerstone of the team supervision process, from the initial identification of the target population to the development and implementation of effective case management plans through the transition to a less restrictive

form of supervision or the revocation of parole. The department will establish subcommittees to address and/or overcome typical coordination difficulties found in designing, implementing, and operating multisystem programs. The subcommittees will meet on a regular basis and all meetings will be documented.

L. Management Information System

The Department of Correction will utilize its management information system to facilitate the identification, referral, assessment, supervision, treatment, and tracking of released offenders. The Tennessee Offender Management Information System (TOMIS) is fully automated and has the capability to interface with all local criminal justice agencies in the state and the Tennessee Bureau of Investigations.